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ABSTRACT

Designed to provide direction for new and existing programs offered by community colleges in public service occupational education, phase one of the master plan focused on defining the following areas: public service occupational education, present status of programs, problems in articulation, and a conceptual framework for a public service master plan. A consortium of 17 colleges was established, and representatives participating in a series of workshops developed a functional definition of public service occupational education. A study of the status of programs revealed the lack of a consistent framework for the organization and supervision of programs, ambiguity in terminology, and a wide diversity in program designation. Additional concerns were the need for developing articulation agreements for the continuation of education in baccalaureate programs without repetition of courses and the need for intercollege communication. Suggested recommendations to be incorporated into the master plan identified tasks to be accomplished in later phases of the project. Appendixes contain the names of consortium colleges, designations used for public service occupations, and CID (Classification of Instructional Disciplines) classification for public service education. (RG)

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A REPORT OF PHASE I:

MASTER PLAN FOR PUBLIC SERVICE OCCUPATIONAL EDUCATION

September 1975

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CALIFORNIA COMMUNITY COLLEGES
CHANCELLOR'S OFFICE
SACRAMENTO, CALIFORNIA

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
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FOREWORD

A study distributed by this office in 1972 indicated a total of 198 public service occupational programs offered by the Community Colleges. Of these, 148 were in human services and 50 in municipal services, the two major subdivisions of public services. In this 1975 study, 284 programs have been identified in human services and 55 in municipal services. Such expansion represents the colleges' response to community needs. At the same time, this increase has hampered efforts to account for and to report developments in these areas.

The major problem, however, is not in program expansion, but in program designation and maintaining inter and intra college communication. An examination of program titles revealed no consistency from one college to another. An example was the Instructional Associate program. Ten different designations ranging from Educational Aide through Teaching Assistant were listed. The result of such diversity creates problems in student placement, student transfer from one college to another and communication with employers. Admissions officers and employers are uncertain of the educational preparation and competencies of the student.

The Master Plan for Public Service Occupational Education is to develop some specific direction for the emergence of new programs and encourage more efficient organization and implementation of existing programs. The Plan is scheduled to be developed in two additional phases. September 1, 1975 to June 30, 1976, a consortium of colleges will meet to consider and adopt a frame of reference for public service programs, a recommended administrative structure, a recommended curriculum pattern for a core program and definitions for commonly used terminology.

The final phase planned for July 1, 1976 to June 30, 1977 will result in the development and revision of curriculum patterns and guidelines specified by the consortium colleges.

Leland P. Baldwin
Assistant Chancellor
Occupational Education

VT 102 918

ACKNOWLEDGEMENTS

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The final special acknowledgement must be given to Gloria Lopez, Social Science Division Secretary, Moorpark College, who shouldered the bulk of the additional workload represented by the secretarial support required by this activity. Her efforts exceeded the "normal" call of duty, and permitted the project to reach this interim point.

Griffin McKay, Ventura College
Roger Boedecker, Moorpark College
Project Directors

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I. OVERVIEW

In December 1974 the Chancellor's Office, California Community Colleges, initiated a multi-phase project to prepare a Master Plan for Public Service Occupational Education programs in the community colleges of this state. The project was designed for two phases over a two-year period. This Master Plan will consider many aspects of education for public service occupations, a rapidly developing part of community college education. The final plan will cover topics ranging from general definitions to core course content and curriculum guidelines relevant to current and future manpower projections.

This project is in response to the needs expressed by practitioners in the field and educators at community colleges who have been developing programs to educate for public services. This area of career education has emerged as a dominant theme in educational reform. Such programs have increased 100% in four years.

The demands placed upon curriculum developers has been compounded by the recent rapid growth in public service employment. Government expenditures now account for 25% of the Gross National Product. Fifteen to 20% of all persons in the United States work in public service jobs.[1*] Much of this employment, although requiring specialized education, does not require professional education.[2] Consequently the community colleges in California have responded with the development of programs designed to provide the required education and training for public service employment.

Secondary schools of California have also developed a program to introduce students to public service occupations. During the last few years the California State Department of Education, under the auspices of a U.S. Office of Education grant, developed curriculum guidelines for an orientation to public service career education and a common core of courses which provides general program coordination. Additional recognition of the necessity for such educational program development is represented by the creation of programs of human and public services by four-year colleges and universities.

Increasing numbers of requests for assistance in program development directed to the Chancellor's Office made it imperative that an effort be made to provide some specific direction that encouraged more efficient program implementation. These requests have addressed such issues as:

1) What is the "official" definition for public service occupations?

2) What existing programs fit into the public service category?

3) What potential instructional programs might be developed within a public service category?

4) How should a public service occupational program be coordinated; as an inter-departmental program, as a department, as a division, or in some other way?

5) Which community college organizational structure is best suited to initiate a coordinated public service program?

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* References are listed at the end of this report

6) What courses are appropriate for inclusion in various public service occupational education programs?

7) What subject matter is recommended for inclusion in required courses?

This Master Plan will address these issues. It will also provide suggestions for anticipated problems.

Initial Phase

The initial phase of the Master Plan project was concluded in August 1975. During this first phase a consortium of 17 colleges was established. The consortium membership is shown in Appendix I and the Report is contained in Appendix II. This Master Plan Project Consortium provided direct, practical reactions to each component as it developed thus guaranteeing that the final product will address the realities confronted by practitioners as well as educators. The Consortium Colleges were selected to provide a cross section of institutions becoming involved in public service program development. The Consortium includes colleges with well-developed programs as well as others just beginning development. Additional diversity was included through representatives of various forms of administrative organization within both small and large campuses.

Representatives from the Consortium Colleges participated in a series of workshops during the Spring of 1975 to establish a *functional definition* of public service education. This definition has been adopted as the foundation for the construction of the Master Plan. These workshops also provided preliminary data used to delineate a tentative model of related categories used in analyzing both the present status of these programs and possible configurations of recommended program structures.

II. DEFINITION OF PUBLIC SERVICE OCCUPATIONAL EDUCATION

The first objective of the project was to develop a functional definition of Public Service Occupational Education to be used as the basis for a delineation of the programs appropriate for inclusion in the Master Plan. Recognizing this definition would have significant influence on the character of the Plan it was considered essential the definition be formulated through a cooperative effort, reflecting a diversity of viewpoints. The Consortium was assigned the major responsibility in this exercise.

Representatives of the Consortium Colleges met in four workshops in March and April, 1975. These workshops took the form of a series of extended dialogues involving not only college personnel, but also representatives from the Chancellor's Office, researchers in Public Service Occupational Education programs at both two-year and four-year institutions, and a representative from the California Employment Development Department.

The efforts produced the following definition.

> *Public Service Occupation Education in the Community Colleges is defined as instruction which prepares people to perform duties and to understand responsibilities necessary to accomplish the functions performed in those specialized occupations found principally in governmental and other public or private agencies which render services in the interest of public safety and general welfare, excluding apprenticeable trades, and occupations found generally applicable to business and industry.*

This definition emphasizes the purpose or functions of public service occupations to provide for the safety and welfare of the country's citizens. Such services are offered by various types of organizations: government, non-profit, or even occasionally profit-making. Including education for occupations in both governmentall and not-for-profit settings is necessary because of the blurring of the private and public sectors of the economy. Government is increasing contracting for its services. Many private or non-profit organizations function as if they were public corporations, such as the post office and some community mental health centers. If government cannot find services among non-profit corporations it often contracts for public care or services with private groups, such as nursing homes. [3]

Although the above definition was developed by community college personnel, it closely parallels the only other specific definition having a similarly broad application. This second definition was adopted from one developed by the U.S. Office of Education in 1969. In 1972 the California State Department of Education used this definition as part of a project to develop curriculum guidelines for the public service occupation career field in the *secondary* schools. The following is the text of that definition.*

> *Public service occupations are those civilian occupations excluding those requiring an apprenticeship, pursued by persons performing the functions necessary to accomplish the mission of local, county, state and federal government. These missions reflect the services desired or needed by individuals and groups . . . and are performed through arrangements or organizations established by society, normally on a non-profit basis and usually supported by tax revenues.*

Both definitions are similar. They incorporate significant implicit and explicit inclusions and exclusions. The similarities include:

1) the purpose of the program is to give students marketable skills;

2) the skills relate to services performed for the public;

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* This is an adaptation of a definition by Dr. Donald Snodgrass written for the U.S. Office of Education.

3) payment for services is usually from government money;

4) the services are usually performed under government or non-profit auspices;

5) the service emphasizes people or specialized governmental data;

6) the marketable skills may be obtained in two years of college education, or less.

The *exclusions* include the military and those occupations relating to the *private* sector of the economy such as apprenticeable trades and those found in business or industry. Many educational programs have a dual emphasis, educating for both public and profit-making jobs. Occupations that can be trained for as well or better in the private profit-making sector of the economy are excluded from public service education. It is recommended, however, this dual educational function of each program be noted in each college catalog.

The above characteristics were adopted as key indicators for analyzing the present status of Public Service Occupational Education in the Community Colleges of California.

In summary, the criteria for determining whether an occupation belongs to public service are: tax supported, usually not-for-profit, and workers usually work in a governmental or *"non-profit"* setting. The key is if the occupation is *tax supported.*

III. PRESENT STATUS OF PUBLIC SERVICE OCCUPATION EDUCATION PROGRAMS

The current state of affairs represented by these programs is difficult to describe. The simple and most direct account is to use such words as "big," "rapidly expanding," "disorderly," and "uncoordinated." The fundamental complicating factor is the lack of a consistent framework for the organization and supervision of such programs in the colleges. Although public service is a recognized career family, there is no universally accepted method of arranging the various categories in order to obtain an effective analysis of the *range* of specific instructional programs. The U.S. Office of Education suggested eight secondary divisions in the public services career family. In Table 1 these are identified as occupational groups. The eight occupational groups include Rural; Urban, and Community Development; Educational Services; Governmental Agency Management; Social and Economic Services; Public Saftey, Corrections, and Judicial Services; Regulatory Services and Records; Resource Management; and Transportation Management. The U.S.O.E. system further identifies 37 major job families within the major occupational groups. (See Appendix III)

TABLE 1. MAJOR OCCUPATIONAL GROUPS IDENTIFIED BY THE U.S.O.E.

1. Rural, Urban and Community Development
2. Educational Services
3. Government Agency Management
4. Social and Economic Services
5. Public Safety, Corrections and Judicial Services
6. Regulatory Services and Records
7. Resources Management
8. Transportation Management

(Source: Public Service Occupations Curriculum Project, U.S.O.E. and California State Department of Education, 1973)

If the definition of education for public service occupations is to be of maximum use, ideally *all* public service occupations should be included. Mary Marks, Chief, Curriculum Development Branch, U.S. Office of Education, suggested that classifications be as few and as broad as possible. [5] Therefore, the major occupation groups identified by the U.S.O.E. have been modified as follows:

TABLE 2. REVISED CLASSIFICATION OF PUBLIC SERVICE OCCUPATIONS

1. GOVERNMENT

   Government Management
   Rural, Urban and Community Development
   Resources Management: Physical and Social
   Regulatory Services and Records
   Transportation Management

2. PUBLIC SAFETY, CORRECTIONS, AND JUDICIAL SERVICES

   Administration of Justice: Police Science: Law Enforcement, Corrections
   Fire Safety
   Judicial Services

3. EDUCATIONAL SERVICES

4. HUMAN SERVICES

   Social and Economic Services
   Social, Community, and Mental Health (Socially, Psychologically, or Community Oriented)
   Vocational Rehabilitation Services
   Services to Special Groups: Early Childhood, Childhood, Family, Youth, Aging, Substance Abusers, etc.

5. HEALTH AND HOSPITAL SERVICES (Medically Oriented)

6. LIBRARY, MEDIA AND MUSEUM OCCUPATIONS

7. RECREATION

8. OTHER PUBLIC SERVICE OCCUPATIONS

(Source: Harriet Hill Kelley)

This classification combines the U.S.O.E. Occupational Group numbers 1, 3, 5, 6, 7, and 8 under Government, and places Library under a separate classification, since Library Services are an integral part of Media and Communications as well as Education. Additions include Recreation, Health and Hospital Services, and Human Services. Health and Hospital Services was purposely omitted in the California secondary school study, although large numbers of occupations in these services are obviously in the public sector of employment.

The chief addition is Human Services. This category is a burgeoning major occupational classification which emphasizes the social, economic and psychological needs of individuals and groups. (See Appendix III for a further discussion of the Revised Classification)

However, such a comprehensive listing of public service occupations is probably for the future. At present, the Chancellor's Office, California Community Colleges, has fewer divisions. As a sort of "shorthand" they are called Human Services and Municipal Services. Human Services include Child Development, Instructional Associate, Social Services, Library/Media Technical Assistant, Audio-Visual Gerontology, Recreational Therapy Leader. Municipal Services include Government Management, City Planning and Recreation Leadership. Administration of Justice is omitted. (See Table 3)

TABLE 3. PUBLIC SERVICES PROGRAMS

Human Services	Municipal Services
Child Development	Government Management
Instructional Associate	City Planning
Social Services	Recreation Leadership
Library/Media Technical Assistant	
Audio Visual	
Gerontology	
Recreation Therapy Activity Leader	

(Source: Public Services Program; Chancellor's Office, California Community Colleges, 1974).

This listing fails to incorporate the full gamut of Municipal (Government) Service programs which should include Administration of Justice and Fire Science. These programs are treated individually by Specialists in the Chancellor's Office who independently perform program development and coordination.

A. Analysis of Designations for Public Service Programs in California Community Colleges

In the Summer of 1975, California Community College catalogs were examined. Some 190 program designations under either Municipal (Government) Services or other Public Services were found with 633 specific programs. (See Appendix IV).

These instructional categories, actually being taught in the colleges, were broken down into their components and are presented in the following Tables:

TABLE 4. HUMAN SERVICES INSTRUCTIONAL PROGRAMS

EDUCATIONAL SERVICES
- Education or Instructional Assisting
- Special Education
- Bi-lingual Education Assisting
- Early Childhood Education
- Childhood Education

HUMAN SERVICES
- Human Services – General
- Social and Economic Services
- Community Services
- Community Health, Mental Health and Counseling
- Therapeutic Recreation
- Vocational Rehabilitation Services
- Child Development
- Services to Special Groups
  - Early Childhood
  - Childhood
  - Family
  - Youth
  - Aging (Gerontology)
  - Substance Abuse
  - Minorities and Victims of Discrimination (Human Relations)
  - Handicapped: Developmentally or Emotionally Handicapped

LIBRARY, MEDIA AND MUSEUM OCCUPATIONS
- Instructional Media Technology
- Library Technology and Sciences
- Specialized Library Technology
- Library Assisting

TABLE 5. GOVERNMENT SERVICES INSTRUCTIONAL PROGRAMS

GOVERNMENT (AGENCY) MANAGEMENT
- Public Services – General
- Public Service Education and Occupations
- Government (Public Service) Supervision
- Government Management and Administration
- Public (Service) Administration
- Physical Environment Resources (See Resources Management)
- Transportation Management

COMMUNITY DEVELOPMENT AND PLANNING
- Community Development
- Urban Studies and Planning
- Urban Development
- Environmental Technology (See Resources Management)
- Resources Management
  - Park Management
  - Recreational Land Management
  - Environmental Technology
  - Forest Fire Fighting
  - Conservation Law Enforcement
  - Fish and Game Law Enforcement

PUBLIC SECURITY (PUBLIC SAFETY, CORRECTIONS, AND JUDICIAL SERVICES)
- Fire Science and Control
- Administration of Justice
- Police Science
- Law Enforcement
- Criminology
- Corrections and Correctional Science
- Probation, Parole
- Judicial Services
- Safety, Security and Public Protection

According to the Revised Classification of Public Service Occupations listed in Table 2 of this report, *Recreation* is "free standing," i.e., it is a major public service occupation in its own right. Furthermore, Recreation partakes of dual emphases: public and profit-making. This is acknowledged in the Classification of Instructional Disciplines (CID) published by the Chancellor's Office, where Recreation is classified under Public Affairs and Services (2100) and also under Business and Management (0542).

TABLE 6. RECREATIONAL LEADERSHIP

Recreation – General
Recreation – Leisure Studies
Recreation Technology
Parks and Outdoor Recreation
Recreational Leadership
Recreation Assisting

In summary, Table 3, Public Services Programs, is inconsistent with the programs actually being taught in California Community Colleges and with the extensive responsibilities of the Specialists in the Chancellor's Office.

B. Terminology for Programs Used in Classification of Instructional Disciplines

Inconsistency is further compounded by the terminology used for identification of programs in the CID. Only one of the 25 CID divisions for disciplines is titled Public Affairs and Services. Within this primary unit are ten secondary units. These are identified as Community Services General; Public Administration; Parks and Recreation Management; Social Work and Helping Services; Law Enforcement; Correctional Science; Probation and Parole; Industrial Security; Fire Control Technology; and Fire and Safety Technology. These classifications are general. Their specific components have been presented in Tables 4, 5, and 6. Additional secondary units frequently considered as part of the public services are found in other primary divisions. The general complexity is indicated in Table 7.

Unfortunately, the designation and organization of public service occupation programs as they occur in the community colleges does not appear to follow any of these systems with any consistency.

Furthermore a description of the current status is complicated by the fact that a number of programs are located in categories traditionally associated with other instructional components in the California Community College system. Examples of such traditional organizations would be child care–nursery school programs found in home economics, psychiatric technician located in health, etc. These discontinuities are reinforced by the fragmentation found in the CID. (Further discussion of this issue appears in the Section III of this report).

Examination of "Designations for Public Service Programs Used by California Community Colleges: 1975," and the CID indicates another important factor in education for public service occupations. Many such occupations have *dual emphasis*. They educate for jobs in *both* the private and public sectors. Examples are Forestry (0114) under both Agriculture and Natural Resources and Public Services (2103); Recreation which includes the Dance (1008), Child Care Centers Management and Assisting, under Home Economics (1300). In each case some work settings will be for-profit, some public or not-for-profit. Recreation is listed not only under Recreational Leadership, but also under Therapeutic Recreation (a part of Human Services). The difference depends upon the function and

purposes of the program. Therapeutic Recreation's function is therapeutic: to help individuals to enhance or maintain their social and psychological abilities. Recreational Leadership's function is to provide individuals, or with leisure time activities, entertainment, social growth, and recreation.

TABLE 7. PUBLIC SERVICE PROGRAM UNITS FOUND IN THE C.I.D.

Primary Designation

2100 Public Affairs and Services

- 2101 Community Services, General
- 2102 Public Administration
- 2103 Parks and Recreation Management
- 2104 Social Work and Helping Services
- 2105 Law Enforcement
- 2130 Correctional Science
- 2131 Probation and Parole
- 2132 Industrial Security
- 2133 Fire Control Technology
- 2134 Fire and Safety Technology

Other Secondary Designations Frequently Considered Public Services

- 0115 Natural Resources Management
- 0206 City, Community and Regional Planning
- 0510 Transportation and Public Utilities
- 0808 Special Education
- 0823 Pre-Elementary Education
- 0850 Educational Assistants
- 0851 Recreational Assistants
- 1208 Occupational Therapy
- 1222 Clinical Social Work
- 1234 Mental Health Technician
- 1235 Home Health Aide
- 1239 Psychiatric Aide and Technician
- 1307 Institutional Management
- 1330 Care and Guidance of Children
- 1630 Library Technologies

(Source: Classification of Instructional Disciplines; Office of the Chancellor, California Community Colleges, 1972).

An outstanding example of education with dual emphasis is Health and Hospital Services which are medically oriented (CID Health Services 1200). Occupational classifications as psychiatric technician, home health aide, occupational therapy, physical therapy, and institutional operation can be found in both not-for-profit and profit-making settings.

Because of the dual instructional emphasis and because medically oriented occupations already exist under well established organizational structures (and most come under special regulations for governance) medically related occupations are not included in this examination and plan for education for public service occupations.

This report uses the modified composite of Table 2, Revised Classification of Public Service Occupations.

C. Ambiguities in Use of Terminology

The process of analysis was complicated by the ambiguity and lack of consistency in terminology used to identify specific programs by various colleges. There appears to have been an explosion of new terms which makes analysis difficult, if not impossible. The use of inconsistent designations complicates efforts to determine program similarities or differences. For example, in Recreation there are six variations on a common theme (Recreation *Aide*, Recreation *Assistant*, Recreation *Associate*, Recreation *Technician*, Recreation *Technology*, Recreational *Technology*). This is not an uncommon example.

Despite the semantic barriers represented by the language, the survey of California Community catalogs confirmed the hypothesis of the current and rapid growth in the development and implementation of public service occupation programs. The criteria for the catalog survey was developed from the definition of public services prepared by the Consortium Colleges and from the analysis of public service occupation programs developed during the consortium workshops. As Table 8 indicates, the survey revealed 633 specific

TABLE 8. PUBLIC SERVICE OCCUPATION EDUCATION PROGRAM OFFERED IN CALIFORNIA COMMUNITY COLLEGES, 1975

	Program Designations		Programs	
Social Services	70		166	
Educational Services (including Library/Media)	53		205	
Human Services Totals		123		371
Community Development	12		18	
Public Safety/Security	32		207	
Agency Management	23		37	
Municipal Services Totals		67		262
TOTAL PUBLIC SERVICES		190		633

programs being offered in the California Community Colleges in 1975. These programs are listed by 190 different program designations. The largest group, 371, of these programs, with 123 different program designations, are clustered in the Human Service category. In the Social Service component of the Human Service category there are 166 programs, with 70 different program designations. There are 205 programs with 53 different program designations in the Educational Service component.

The numerical extent is not so great in the Municipal Services category. In that grouping there are 262 programs, with 67 different program designations. In the Community Development cluster there are 18 programs, with 12 different title designations. In the Public Security component there are 207 programs, with 32 different designations. The Agency Management subdivision of the Municipal Services category has 37 programs, with 23 different designations.

These numbers reflect a dramatic increase in such programs since 1971. A Chancellor's Office 1972 study indicated a total of 198 Public Service Occupational programs. Of these, 148 were designated as Human Services and 50 as Municipal Services. The 1972 report did not account for some programs included in the present study. The programs not considered in the 1972 report were Early Childhood Education (considered part of the Educational Services in this study) and the entire Public Security component of the Municipal Services subdivision (Administration of Justice and Fire Science).

A comparison of the data is shown in Table 9. Even when the above programs are dropped from the present study, the revised totals include 284 programs in the Human Services, 166 in the Social Services and 118 in Educational Services. This represents an overall increase of 136 programs in the Human Service area since 1971. The greater proportion of the increase, 103, comes in the Social Services and 33 in Educational Services.

The revised totals in Municipal Services is 55. This represents a relatively small increase, 5, since 1971. The Community Development category increased from 13 in 1971 to 18 in the present study. Although the absolute numbers are small they represent a substantial proportionate increase.

Regardless of which data is assumed to reflect the precise current status of Public Service Occupational Education Programs, the absolute numerical increases are significant. Such expansion, occurring in a relatively short period of time, represents a response to strong community pressures and at the same time it has hampered efforts to account for, and to report, developments in these areas. The result is a diversity and inconsistency in program development.

The greatest increase of programs has been in the Social Service subdivision of the Human Services. This seems to validate the assumption that occupational education programs are developed in response to the expressions of need identified within college service areas. The increase in Social Service employment reflects great government effort to provide services to selected populations.

Similar expressions have not been forthcoming in the Agency (Governmental) Management area. Or, if needs have been expressed, the institutions have been unable to respond. The same general observation may be extended to include the entire Municipal Service Category.

TABLE 9. COMPARISON OF PUBLIC SERVICE OCCUPATION EDUCATION PROGRAMS IN CALIFORNIA COMMUNITY COLLEGES: 1971-75

	Programs			
	1971		1975	
Social Services	63		166	
Educational Services (including Library/Media)	85		118	
Human Services Total		148		284
Community Development	13		18	
Agency Management	37		37	
Municipal Services Total		50		55
PUBLIC SERVICES TOTALS		198		339

IV. PROBLEMS IN HORIZONTAL ARTICULATION OF PUBLIC SERVICE PROGRAMS

A significant result of the rapid expansion in the numbers of public service programs has been the difficulty in maintaining effective college-to-college communication. Equally significant is the burden placed upon individuals responsible for maintaining liason between interfacing reporting systems.

Even a superficial examination of program listings reveals an astounding variety in program title designations from one college to another. In some instances there is no consistency in designation of programs offered by colleges operating within the same district organization. Appendix II gives a comprehensive review of the diversity of overlapping terminology presently employed.

If it is assumed different words convey different meanings, then it should be assumed there are differences between job classifications designated by the following titles:

Educational Aide	Instructional Associate
Educational Assistant	Instructional Technician
Educational Services	Teacher Aide
Instructional Aide	Teacher Assistant
Instructional Assistant	Teaching Assistant

However, a review of the curriculum patterns, as well as the content of the courses listed in these patterns, suggests there is no significant difference between the programs represented by these titles. Each of these programs is designed to provide students with the necessary skills to function as a member of an instructional team in an elementary or secondary school. Despite this essential commonality, 62 colleges managed to create the 10 different designations. Other similar examples may be noted in Appendix II. The problem created by this situation relates to student placement, student transfer from one college to another, and communications between practitioners. Unfortunately, Community College educators dealing with program development and materials have not involved themselves in opportunities that present the type of analysis necessary to establish the

commonality of different program terms. Consequently an admissions officer or a potential employer will be uncertain of the nature of preparation if the designation of an individual's educational accomplishment is an unfamiliar one.

A second problem relates to the omissions and inconsistencies which exist in the various coding systems used for the purpose of reporting and accounting in the area of public service education. The basic systems are the CID, published by the Chancellor's Office;* the U.S. Office of Education's Higher Education General Information Survey (HEGIS) and the manual of Vocational Education and Occupations (VEO).

An examination of the CID, applying the criteria derived from the definition of Public Service Occupational Education developed by the Consortium Colleges, resulted in the determination of 25 specific program titles coded with CID numbers as shown in Table 10. Six of the 25 lack corresponding VEO numbers.

A similar gap was noted when cross referencing is attempted between the CID and the Dictionary of Occupational Titles (DOT). Of the 25 programs listed in the CID, only 16 have DOT numbers. Of the 19 programs with VEO numbers, only 14 have DOT numbers. In short, there are only 14 program designations which are effectively cross-referenced in all three of the basic classification systems, CID, VEO, DOT. Consequently, whatever value may be derived from articulated cross referencing is significantly diminished.

The aggravated nature of the situation is fully revealed when the 191 different program designations used by the colleges are considered in terms of these various systems. Even with the application of arbitrary general groupings, important instructional programs are not accounted for. The greatest gaps appear to occur in the DOT which fails to provide classification codes for such significant programs as Instructional Aides, Recreation Aides, Community Service Aides, and Helping Service Aides. The DOT does not appear to reflect significant developments in emerging public service job categories in the last decade.

It may be assumed that the proliferation of the inconsistencies in program designations is in part due to the lack of relationship found in the inter-facing classification systems. The diverse and ambiguous terminology may be the product of college program developers independently consulting one or another of the systems to determine a title for a particular curriculum. Unfortunately it cannot be assumed that this is the sole basis for the present state of disorder. Many of the identified program titles have apparently no relationship to any of the systems.

It should be noted that even if consistent terminology were applied on a state-wide basis, there still would be a certain amount of non-conforming designations. It is inevitable that some colleges would have public service programs developed in response to unique needs of their particular service areas which would not fit any system. In fact, some flexibility may not only be necessary but desireable.

In summary, the fundamental problem in horizontal articulation is terminology. Although variations in program designations may communicate subtle distinctions in program content, this is not substantiated by the present study.

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* See Appendix IV which illustrates some of the problems in using the CID, as shown in applying CID numbers to the instructional programs listed in tables 4, 5 and 6.

TABLE 10. CLASSIFICATION SYSTEM RELATIONSHIPS

Relationships Between the Classification of Instructional Disciplines, the USOE Manual of Vocational Education and Operations, and the Dictionary of Occupational Titles.

	CID	USOE/VEO	DOT
Natural Resources Management	0115	01.0699	379.168
City, Community, Regional Planning	0206	---	168.1681 199.388
Transportation and Public Utilities	0510	04.19	----
Special Education	0808	---	----
Pre-Elementary Education	0823	09.0201	----
Educational Assistants	0850	14.0601	----
Recreational Assistants	0851	---	----
Occupational Therapy	1208	07.0401	079.128/368
Clinical Social Work	1222	---	----
Mental Health Technician	1234	07.0801	----
Home Health Aide	1235	07.0307	354.878
Psychiatric Aide and Technician	1239	07.0304	355.878
Institutional Management	1307	09.0205	187.118
Care and Guidance of Children	1330	09.0201	359.878
Library Technology	1630	14.0399/ .0499	249.368
Community Services, General	2101	---	----
Public Administration	2102	14.08	188.168
Park and Recreation Management	2103	---	----
Social Work and Helping Services	2104	17.28	----
Law Enforcement	2105	16.0605	375.168/268
Correctional Science	2130	17.2802	372.868
Probation and Parole	2131	17.2802	195.108
Industrial Security	2132	17.2802	376.118
Fire Control Technology	2133	17.2801	373.168
Fire and Safety Technology	2134	16.0002	373.168

V. VERTICAL ARTICULATION

Vertical articulation is building a "continuum" of educational experiences and procedures which allow a student to move from one educational level to another with the greatest economy of time, effort, and other resources: for programs in the public services, vertical articulation is being accomplished by two different processes.

The first of these is the Articulation Conference of California, a voluntary organization of representatives of all segments of education. This organization establishes ad hoc and liason committees to deal with specific subject matter or programs. Representing Public Service Occupational programs are:

The Liason Committee on Public Services/Social Work Education
The Liason Committee on Public Services/Public Administration
The Liason Committee on Criminal Justice Education
The Ad Hoc Committee on Library Media Technology

Articulation agreements between the segments have been reached by all committees except the last. Agreements deal with individual courses, as in Criminal Justice Education, course content areas, as in Social/Human Services, and percentages of a core program, as in Governmental Management (Public Administration).

The second process for articulation is through committees sponsored by a professional organization. The California Society of Parks and Recreation Educators (CAL-SPRE), representing all levels of higher education, formed a committee to articulate the associate of arts program in recreation leadership with the baccalaureate program in recreation. Course content was designed at the AA level that would allow a person to attain the skills, knowledge, values and abilities necessary for employment as a recreation leader. When the students enter the baccalaureate program, those courses completed at the associate level are recognized as basic education for a baccalaureate major in recreation. Students will gain more in-depth and broader educational experiences and will not be required to repeat any course work taken previously.

Another example of successful application of the second process is in the Administration of Justice programs. Here a strong state-wide association, the California Association of Administration of Justice Educators (CAAJE) has played an important role. In addition the Commission on Peace Officer Standards and Training (POST), Department of Justice, State of California, worked closely with CAAJE and the Chancellor's Office in establishing an articulation agreement for five core courses. Totaling 15 units, these courses are transferable statewide to the California State University and College system and the University of California system.

The need for articulation agreements is mainly to help students who enroll in occupational education programs with the goal of immediate employment. Their secondary goal is to continue formal education at a later date. Upon entering the baccalaureate major, however, students were required to repeat course work without having an opportunity to broaden their educational experience. To solve this problem, California Community Colleges proposed a solution which aimed at fusing the traditional dichotomy between the academic and occupational subjects. The resultant multidisciplinary associate degree programs in public service should be attractive to campuses and to students.

This fusion of academic and occupational type courses warrants a new approach to education by the four-year institutions. It seems timely that educators dealing with subjects relating to public services recognize the new curricula and provide the associate degree graduate a bridge toward a baccalaureate degree. This in effect is recognizing the "upside-down" approach to education. Baccalaureate educators adopting this new version of education will give recognition and a commitment to the needs of the public services for professionally trained manpower, and at the same time, give recognition to Community Colleges in their efforts to provide better trained paraprofessional personnel.

VI. A CONCEPTUAL FRAMEWORK FOR A PUBLIC SERVICE MASTER PLAN

The discussions found in the previous sections of this report essentially represent an introduction to the proposed Master Plan. Although the information presented will be of interest to those in the colleges responsible for the development and operation of these occupational education programs, this information may have no direct impact on existing programs. However, the balance of the Master Plan will consist of elements which should have significant influence on the emergence of new programs as well as encouraging modification of existing programs. These elements will be identified and briefly discussed in the following paragraphs of this section. These elements also represent the tasks which are to be accomplished in the second and third phases of this project.

A. Rationale for Organizational Structure

During the meetings of the Consortia Colleges much discussion emerged relative to existing Public Service Occupation Education consistent with the definition that was developed and organizational models or non-models at the participating schools. This initially unexpected development calls for a somewhat knowledgeable description of the present curriculum organization and the accompanying commentary.

The colleges follow no *one* organizational structure for Public Service Occupation Education at this time. If long-time divisions and departments at community colleges do not follow identical patterns then emerging Public Service disciplines are unlikely to be organizationally consistent. One example is at West Valley College at Campbell. Here Forestry is administratively located in the Engineering-Technology Division, while at many other colleges the program is located elsewhere, such as in Agriculture. Another example, at Ventura College, Early Childhood Education is part of the Home Economics Department which organizationally is part of the Life Science Division but functionally is autonomous from the division. Similar examples could be provided ad infinitum.

Another reason for the lack of a consistent model for Public Service Education is that so often at the various colleges, the organizational model that emerges is based more on the personalities of individuals involved, their interests and commitments, the time they can devote, their strengths and interests, rather than on logical positioning of programs.

Nevertheless certain tendencies toward organizational patterns or models did emerge during consortia workships.

B. Ventura College Model

Prior to 1970 occupational programs now categorized as Public Service were dispersed throughout the college. In 1970 a Public Services Division was created as an organizational entity to encompass programs for Administration of Justice, Fire Science, Public Administration and Supervision. Later Human Services, Library Technology, Foster Parenting, Military Science, Student Leadership, Instructional Associate, and Affirmative Action were created and made part of this division. From the inception of the division it was recognized that all or most of the programs were interdisciplinary in nature. Existing courses found in other divisions became part of the program requirements. For example: in Human Services several Psychology and Sociology courses were required for either a certificate or a degree. In Public Administration some Political Science courses were required. In the Instructional Associate program some Early Childhood courses were required. Some new courses were created crossing divisional boundaries into Psychology and Physical Education. Therefore there is a mix of courses within the various programs within the Public Service Division.

This interdisciplinary approach has resulted in problems but they have been resolved. Problems were in scheduling of classes and need for cooperation in assignment of instructors in classes taught in one division but scheduled principally for students in a Public Service program. Some new courses have been given dual course designations, e.g. Behavior Control in a School Setting has both a Psychology course number and an Instructional Associate course number with dual descriptions in the catalog.

Reverse crossing of divisional boundaries has occurred, such as, Psychiatric Technician students being required to take some Human Services classes as a graduation requirement.

Allan Hancock College has a similar organizational configuration, except that all Health Sciences are administratively included within Public Services.

C. Long Beach City College Model

At this institution, and a large number of other colleges, most of the Public Service programs are administered by the Social Science Division. Examples are Administration of Justice, Public Administration, Instructional Associate, and Social Service Aide. Other programs such as Fire Science and Library/Media Technology are located in other divisions. This approach seems to be a traditional effort in which the Public Service programs emerge as a department within the Social Science Division.

D. West Valley College Model

This college has a Center for Supervision and Management Development that is nominally part of the Business Division. Included are programs in Supervision, Management (Governmental as well as Business), Volunteer Management, Assessment Laboratory, and Certificated Life Underwriters. Of particular interest is the fact that West Valley has formed a consortium with San Jose City College (in a different district) for the administration of Management programs for both districts. The costs are shared proportionate to the Average Daily Attendance generated for each district. West Valley also has an arrangement with Foothill District that allows evening students to cross district lines without permits or fees to take desired courses in either district. This has contributed to the success of the Supervision Management programs at West Valley College.

Organizationally West Valley is moving toward a "cluster" arrangement that appears to be unique among the California Community Colleges. They plan to retain traditional divisions but identify programs and "cluster" them if they possess related content, regardless of divisional lines. They plan a coordinator who will have administrative and developmental responsibility for the cluster, cooperating closely with the traditional divisions. An example is Park Management, part of the Engineering and Technology Division, which will be clustered with those programs already found in the Center for Supervision and Management Development.

E. Colleges With No Pattern

It is evident that some community colleges have no discernable organizational pattern for Public Service Occupational Education. This may be because they are in the embryonic stages of development of such programs, or it may be because they subscribe to the school of thought that it is immaterial where a program is located organizationally. This attitude may change. As needs for new programs become evident there will be a need to clearly identify responsibility for program development and administration.

F. Proposals and Recommendations

1. From the evidence considered so far it is desireable that a frame of reference for Public Service Occupation programs be considered and recognized on a statewide basis. It is assumed that such an achievement will not result in immediate, or even eventual uniformity, but at the very least such awareness and acceptance would represent a start toward general consistency. A proposed common frame of reference is illustrated below. The core concept is identified as Public Services and is built on the revised U.S.O.E. classification of Public Services found in Table 2.

The eight classifications of Table 2 can be used: Government; Public Safety; Corrections and Judicial Services; Educational Services; Human Services; Health and Hospital Services; Library, Media, and Museum Occupations; Recreation; other Public Service Occupations.

Fewer administrative divisions make both recognition and administration easier. There may be as few as two: Government and Human Services.

TABLE 11. PUBLIC SERVICE OCCUPATION PROGRAM ORGANIZATION

Government Services
- Government Management
- Community Development and Planning
- Public Security (Public Safety, Corrections, and Judicial Services)

Human Services
- Educational Services
- Human Services
- Library/Media Services

Recreation and medically oriented services may elect to join one or the other of the large classifications or be independent.

As indicated in the previous section, there may be many variations in administrative patterns, but it is recommended that some consistency be developed. Classifications should indicate *program* titles, not *job* titles. For example, Forestry and Early Childhood Education are program titles, and should be used rather than "Forester" or "Nursery School Assistant."

It is recommended that administrative patterns be based both on the revised U.S.O.E. Classifications and the program categories included in the CID. This organizational form provides a relatively equal potential for the number of programs which may emerge in any given college. It also tends to permit a simple clustering of programs which share multidisciplinary linkages. Simple clustering around two focal points reduces the potential for fragmentation. This would be encouraged by adoption of a revised model of the major occupational groups employed by the State Department of Education's curriculum guidelines for Public Service Occupation given in Table 1. It is not as limiting as the Chancellor's Office model as illustrated in Table 3.

A model adopted from Table 2 and elaborated in Tables 3, 4, and 5, would encourage greater consistency in the language used by the colleges in future program designation. Hopefully this would result in a substantial reduction in the disorderly proliferation represented by the present solution.

It is also suggested that the obvious lack of relationship between this proposed model and the classification titles found in the DOT is of little importance. The DOT classifications, formulated some years ago, are too restrictive and limiting to have application to the emergence of new occupational education programs. Other studies have estimated that over 12,000 jobs which presently exist are not classified in the DOT. A Task Analysis Job Bank of jobs found in public welfare, community and human services has been developed, but has not been included in the DOT. If such a defective document as the DOT were permitted to influence community college program development, the most obvious result would be a significant reduction in the colleges' ability to respond to identified community needs.

2. A second proposal is for consideration and adoption of a *recommended uniform structure* for the administration of public service programs at each of the community colleges. The recommended structure is one which strengthens the potential of Public Service Education by reducing the fragmentation characteristic at the present time. The current status tends to reflect horizontal expansion as new programs emerge. Typically such expansion cuts across departmental boundaries which has the effect of causing a loss of identity and reduction in communication. Through unification of program units into a single administrative component, sound management principles can be established.

The major unit should be the instructional division, or whatever administrative equivalent is used at a particular college.

TABLE 12. ONE SUGGESTED ADMINISTRATIVE STRUCTURE FOR A PUBLIC SERVICE PROGRAM

Division Chairperson

Human Service Department Head	Government (Municipal) Service* Department Head
Program Coordinators	Program Coordinators
Faculty Members for Specific Occupational Programs	Faculty Members for Specific Occupational Programs

*Recreation Services may be a separate department or may be attached to either Human Service or Government Service.

As shown in Table 12, the Public Service Division in this plan consists of two departments, Human Services and Government Services. The various occupational programs discussed previously should be assigned to the appropriate department. The responsibility for program coordination should be assumed by a member of the department. It is possible one individual may be assigned coordination responsibility for one or more programs until enrollment growth warrants single coordination.

An important consideration in any administrative planning for Public Service programs is visibility. There must be identification and awareness of programs which employ 15 to 20 percent of those in the labor force.

Visibility is particularly important in college programs which are not administratively "tidy." It is suggested that a page near the front of all community college catalogs describe Public Service careers, listing careers and giving the pages for those occupational programs which are almost exclusively in the public sector, and also listing educational programs which have a dual orientation: public and profit-making. Dual numbering and cross-referencing of courses and programs is another helpful device. The public service designation should be listed at the top of each pertinent division/department or educational program.

3. A third proposal is for adoption of *curriculum patterns and guidelines for core instruction* in Public Services and the two secondary units, Human Services and Government Services. The courses in this core would be required of all students selecting any one of the occupational programs as a major, e.g. Education, Social Service, Urban Planning, etc.

Curriculum guidelines published by the Chancellor's Office have suggested various course content orientations and the amount of instruction involved. It is anticipated that not more than 18-20 course units would be required in either combination of the required cores, Public Service/Government Service or Public Service/Human Service.

The course content for these core requirements are to be developed as a part of Phase II of this Master Plan project. The project steering committee will delegate responsibility for development to a specific college. The proposed pattern will be considered for acceptance by the Consortium Colleges. It is anticipated that the core courses will have sufficient relevance to be included as part of the requirements for a certificate as well as degree program.

It is recommended the Consortium Colleges develop functional definitions for the terminology used in preparation of the balance of the Master Plan. These would include such terms as para-professional, helping services, technician, aide, assistant, associate, management, administration, etc. Too frequently communication is obscured as a result of imprecise and ambiguous terminology. The introductory section of the final phase of the Master Plan should include a set of definitions.

Finally it is recommended there be further development of suggested *curriculum patterns and guidelines for each of the occupational programs.* Such patterns and guidelines presently exist for a number of the programs, e.g., Social Services, Governmental Management, Special Education, Instructional Associate, Library Technology, Recreation Leadership, Recreation Therapy, and Administration of Justice. Priorities for curriculum refinement should be the major activity of the Consortium Colleges during Phase III. Colleges with well developed programs in these special areas will be nominated by the Consortium Colleges and awarded responsibility for the project.

Summary

In summary, the remainder of the Master Plan will be developed in two additional phases. Phase II will be from September 1, 1975, to June 30, 1976. In this phase the Consortium Colleges will meet in a series of workshops to consider and adopt a frame-of-reference for Public Service programs, a recommended administrative structure for such programs, a recommended curriculum pattern and guidelines for a cluster of core courses, and definitions for commonly used terminology.

Phase III (if funded) of the project will take place July 1, 1976, to June 30, 1977. During this phase specified curriculum patterns and guidelines will be developed. The preliminary results of the curriculum development will be presented for approval to the Consortium Colleges. Their recommended modifications will be incorporated into curriculum guides and the completed Master Plan will be presented to all of the community colleges at a state-wide conference.

REFERENCES

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2. Harold L. Sheppard, *The Nature of the Job Problem and the Role of the New Public Service Employment.* Kalamazoo, Michigan; Upjohn Institute for Employment Research, 1969, pp. 24-25.

3. Brilliant, "Private or Public: A Model of Ambiguities," p. 389.

4. William E. Burns, *Public Service Occupations in Career Education.* California Public Service Occupations Curriculum Project, January 1972, p. 7.

5. Mary Marks, Chief, Curriculum Development Branch, U.S. Office of Education; personal communication, June 1975.

APPENDIX I

MASTER PLAN CONSORTIUM COLLEGES

Allan Hancock College

American River College

Canada College

Chabot College

Chaffey College

College of the Siskiyous

Indian River College

Long Beach City College

Moorpark College

Pasadena City College

Rio Hondo College

San Bernardino Valley College

Santa Monica College

Ventura College

West Valley College

APPENDIX II

DESIGNATIONS FOR PUBLIC SERVICE PROGRAMS

USED BY CALIFORNIA COMMUNITY COLLEGES: 1975

HUMAN SERVICES

Social Services (70 different program designations and 166 specific programs)

Social Services (6)
Social Welfare (6)
Social Service Aide (4)
Social Work (3)
Social Service Tech. (2)
Social Welfare Tech. (1)
Social Welfare Aide (1)
Social Service Associate (1)
Social Worker Asst. (1)
Social Worker Tech. (1)
Social Science Eligibility Tech. (1)
Social Welfare Worker Asst. (1)
Social Services Community Worker (1)
Adolescent Groups Worker (1)
Activity Director in Nursing/ Convalescent Hospital (1)
Psychological Service (1)
Drug Enforcement Adm. (1)
Substance Abuse (1)
Recreational Therapy Tech. (1)
Recreational/Vocational Therapeutic (1)
Therapeutic Recreation (1)
Recreation Therapy Aide (1)
Human Services/Social Services Technician (1)
Residential Care Home Adm. (1)
Human Development (2)
Human Relations (1)
Human Relations Worker (2)
Human Services (8)
Human Services Worker (2)
Community Service Tech. (2)
Community Service Aide (2)
Community Service (2)
Community Social Services (1)
Homemaker Rehabilitation Asst. (1)
Rehabilitation Technician (1)
Occupational Therapy (5)
Occupational Therapy Asst. (1)
Psychiatric Technician (13)
Gereatrics (1)
Gerontology (2)
Developmental Disabilities (2)
Counseling and Guidance (1)
Counselor Aide (1)
Counseling Technician (1)
Mental Health (1)
Mental Health Asst. (1)
Mental Health Tech. (1)
Nursing Home Administrator (2)
Family Health Worker (2)
Community Health Worker (1)
Community Care Services (1)
Community Mental Health (1)
Mental Health Worker (1)
Institutional Operation (1)
Institutional Management (1)
Recreation and Leisure Studies (2)
Outdoor Recreation (2)
Parks and Recreation (2)
Park Technician (1)
Recreation (17)
Recreation Aide (3)
Recreation Assistant (8)
Recreation Associate (1)
Recreation Education (1)
Recreation Leadership (16)
Recreation Technician (2)
Recreation Technology (1)
Recreational Technology (10)

Educational Services (53 different program designations and 205 specific programs)

Educational Aide (10)
Educational Assistant (4)
Educational Services (1)
Instructional Aide (15)
Instructional Assistant (3)
Instructional Associate (5)
Instructional Technician (1)
Teacher Aide (15)
Teacher Assistant (7)
Teaching Assistant (1)
Special Education Asst. (2)
Special Education Aide (1)
Instructional Media Tech. (4)
Asst. in Bilingual Ed. (1)
Instructional Aide/ Bilingual-Bicultural (1)
Vocational Libriaranship (1)
Library Technology (28)
Library Science (4)
Library Assistant (4)
Library Technical Asst. (2)
Library Assisting (2)
Library Media Tech. (2)
Library Media (1)
Library Aide (1)
Library Clerk (1)
Library Science Tech. (1)
Nursery School Aide (1)
Nursery School Teaching (1)
Nursery School Teacher Aide (1)
Nursery School Management (1)
Nursery School Education (8)
Nursery School Assistant (8)
Nursery School Training (5)
Nursery School Teaching Assistant (2)
Nursery School (4)
Preschool Nursing Training (1)
Day Care Center Management (1)
Licensed Day Care Parents (1)
Preschool Childhood Development (1)
Family Relations and Child Development (1)
Early Childhood Development (6)
Early Childhood Studies (2)
Early Childhood (2)
Early Childhood Education (18)
Teacher Assisting (EC) (1)
ECE & Nursery School (1)
Early Childhood Development and Training (1)
Child Development (13)
Child Development (Nursery School) (3)
Child Development Specialist (1)
Child Development and Parent Education (1)
Childhood Education (1)
Child Care Practitioners (1)

MUNICIPAL SERVICES

Community Development (12 different program designations and 18 specific programs)

Community Development (3)
Community Development Specialist (1)
Urban Community Development Assistant (1)
Urban Planning and Development (1)
Urban Studies and Community Planning (1)
Urban Planning Technology (1)
Urban and Regional Planning (1)
Urban Development and Public Housing (1)
Research and Development (1)
Urban Planning (1)
Environmental Technology (5)
Environmental Health Technology (1)

Public Security (32 different programs designated and 207 specific programs)

Fire Science (54)
Fire Control (2)
Fire Science Management (1)
Fire Science Technology (1)
Forest Fire Fighting (1)
Probation (1)
Probation/Parole/Corrections (1)
Correctional Science (14)
Corrections (12)
Probation/Corrections (2)
Correctional Tech. (1)
Correctional Work (1)
Correctional Administration (1)
Criminology/Corrections (1)
Criminology (7)
Criminal Justice (5)
Law Enforcement (27)
Police Science (38)
Police Science Administration (2)
Police Science Supervision (1)
Administration of Justice (21)
Administration of Justice/Local Police (1)
A.J./Judicial Procedures (1)
A.J./Physical Evidence (1)
Evidence Technology (1)
Court Reporting (1)
Public Safety (1)
Security (1)
Industrial Security (2)
Public Protection (1)
Conservation Law Enforcement (2)
Fish and Game Law Enforcement (1)

Agency Management (23 different program designations and 37 specific programs)

Urban Management (1)
Public Service Supervision (1)
Park Management (2)
Park Management Technician (1)
Recreational Land Management (1)
Public Service (4)
Public Service Education (1)
Public Service Occupations (1)
Public Contact Representative (3)
Governmental Administration (3)
Governmental Management (2)
Governmental Service Supervison (1)
Governmental Supervision (1)
Government Administration Assistant (1)
Government Administration/ Management (1)
Local Government Supervision and Management (1)
Park and Land Management (1)
Park and Landscape Management (1)
Public Service Management (1)
Public Administration Management (1)
Public Service Administration (2)
Public Administration (7)
Volunteer Administration (1)

APPENDIX III

BRIEF SUMMARY OF REVISED CLASSIFICATION OF PUBLIC SERVICE OCCUPATIONS*

I. Criteria for Classification of Public Service Occupations

Criteria for a satisfactory classification for public service occupations include:

1. *Inclusiveness* – All present public service occupations should be identified in the classification system.
2. *Differentiation* – a system where similar but actually different jobs can be differentiated.
3. *Completeness* – an occupational classification sufficiently described for accuracy.
4. *Flexibility and Future Orientation* – as change occurs in society, industries, and the formation of new occupations, these changes and future orientations can be classified.
5. *Discrimination* – to discriminate between occupations in the public and profit-making sectors.

II. Dictionary of Occupational Titles

A number of methods of defining and classifying public service occupations have been developed, all of which present some problems.

First, occupational titles were assembled previous to printing the *Dictionary of Occupational Titles* in 1965. Over 12,000 occupations now current are not mentioned in that document. These include thousands in the public service occupations, such as human services. Second, while it is theoretically possible to add most, if not all, public service occupations to the DOT, such additions present a number of problems. The DOT has large occupational categories such as Professional, Technological, and Governmental occupations; Service occupations; farming, fishing, forestry, and related occupations. The DOT also uses a classification termed Industries, which are large institutional arrangements which meet the basic needs of a civilization. Examples are education, health services, transportation, government services, religious and non-profit organizations. Classification of occupations by Industry means that every person employed by such an industry is included. For instance, in Medicine and Health, a laundry worker, doctor, and secretary would all be classified in the one industry. Furthermore, some industries in the DOT appear so broad that they have little meaning, such as Professional and Kindred Occupations and Government Services.

Theoretically it is possible to include a variety of occupations. Each large Industry classification with its attendant numbering system includes one category with

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* Prepared by Harriet Hill Kelley, Consultant, Public Service Occupations, Chancellor's Office, California Community Colleges.

the letters "n.e.c." following: i.e. "not elsewhere classified." For instance, in Forestry the numbering would be 499, which stands for "Forestry occupations n.e.c.; not elsewhere classified."

Another problem with DOT is the blurred distinction between occupations in the public and private sectors. For instance, in the large classification 37 – Protective Service Occupations – one classification is 375, "policeman and detective, public service," while 376 is "police occupations n.e.c." (not elsewhere classified) which seems clear. Personal Services, on the other hand, does not clearly distinguish between public and private occupations.

Also in the DOT are twenty-two large classifications termed "broad areas of work" which are distinguished from their Industry classification. The public service occupations are: Counseling, Guidance, and Social Work; Education and Training; Entertainment (Recreation); Farming, Fishing, and Forestry; Investigating, Inspecting, and Testing; Law and Law Enforcement; Managerial and Supervisory Work; Medicine and Health; Personal Service (occasionally); Transportation. Many areas of public service were eliminated from this list and the distinction between public and private-making occupations is not made. For instance, Entertainment is listed but Recreation is not. In the DOT Personal Services usually refer to services in the private-making sector of the economy.

The advantage of the DOT is where the description coincides with present requirements for the job. Information is available on *what* gets done, *how* it gets done, and *why* it gets done, plus the *significant functions* performed by the worker and *significant aptitudes, interests, temperments* required by the job. In other words, definitions are based upon Functional Job Analysis and are quite complete.

In summary, the DOT does not fit the desirable criteria for distinguishing between public and private-making occupations concerning inclusiveness, flexibility, and future orientation.

III. Classifications of the United States Office of Education

The second large classification system adopted by the U.S. Office of Education is based, at least in part, on the clustering concept. One of the early advocates of clustering was Mrs. Mary DeNure, Specialist in Public Service Education, Chancellor's Office, California Community Colleges. Occupations can be clustered according to the *technology* involved. For instance, bureaucracy is characterized by dividing an industry into divisions and departments, with employees having responsibility for a specific number of functions within a unit. The technology associated with bureaucracy can be found in many work organizations in both public and private sectors. However, a more useful concept of occupational clustering is characterized by the *commonality* of knowledge, skills and abilities. This concept is particularly useful in the educational field because it implies a common core of course content and skills which can be taught to students in allied occupations (though admittedly each occupation also has specialized knowledge and skills). This concept of clustering was used in the Public Service Occupational Curriculum Project for the secondary schools of California.

Classification Resulting from an Empirical Study in California Community Colleges

In 1975 an empirical study of the public service education programs offered by California Community Colleges identified over 600 programs which led to preparation for specific jobs. Many had similar or duplicate titles. These were divided into occupational program classifications rather than job titles. These job classifications were remarkably close to the U.S.O.E. Classifications of public service occupations.

United States Office of Education Classification of Public Service Occupations

U.S.O.E. Classification of "Career Families"

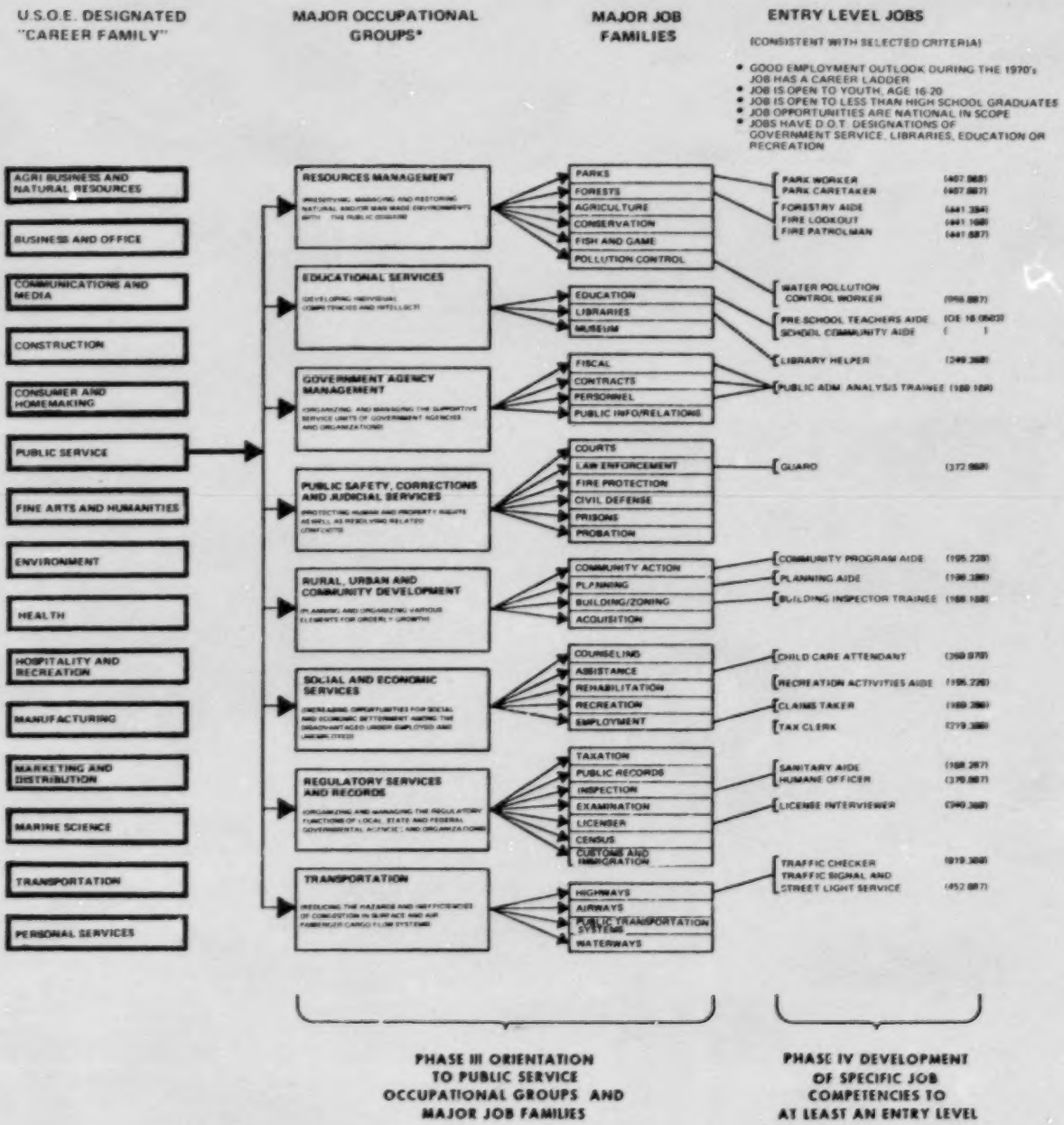
1. Agri-Business and Natural Resources
2. Business and Office
3. Communication and Media
4. Construction
5. Consumers and Homemaking
6. Public Service
7. Fine Arts and Humanities
8. Environment
9. Health
10. Hospitality and Recreation
11. Manufacturing
12. Marketing and Distribution
13. Marine Science
14. Transportation
15. Personal Services

Problems in Studying the U.S.O.E. Classification

The occupational group Public Service has more connections with the various U.S.O.E. "Career Families" than are mentioned. For instance: while "Resources Management" is properly a part of Public Service, it obviously also refers back to the "Career Family" Agri-Business and Natural Resources. Recreation in Public Services is listed under the occupational group Social and Economic Services. Actually it is akin to the "Career Family" Hospitality and Recreation and can be listed as a major occupational group in its own right.

Another problem in using this organization is the distinction between education for the public and profit-making sector is now much more blurred than it was in 1971. The 1975 California study indicated that blurring is natural and is increasing due to government's "contract" services. Thus many educational programs now emphasize jobs in both sectors of the economy. The study indicated two future-oriented tendencies: 1) the growth of jobs which emphasize resources conservation; 2) the growth of jobs which emphasize what are broadly termed human services, i.e. those services needed to satisfy the needs of individuals and groups in coping with the demands of our complex, crowded, post-industrial society and those services needed to upgrade the quality of life. The 1971 study does not even mention human services, yet over half of the new educational programs were in this major occupational area.

MAJOR CIVILIAN OCCUPATIONAL GROURS AND JOB FAMILIES IN PUBLIC SERVICE



ADAPTED FROM CONCEPT BY ANDREW S. KOGAN GOVERNMENT CAREERS, AMERICAN ASSOCIATION OF OF JUNIOR COLLEGES, WASHINGTON D.C., 1971

Figure 1. U.S.O.E. Major Occupational Group: *Public Service.*

IV. Revising the Classification of Public Service Occupations

Using the 1975 California study of job classifications as a base, the 1971 U.S.O.E. groupings for public service occupations were revised. Following the recommendation of Mary Marks, Chief, Curriculum Development Branch, U.S.O.E., classifications were kept as few as possible. A number of the 1971 classifications were combined under the general heading of Government, such as Government Management and Administration; Resources Management; Regulatory Services and Records; and Transportation Management. Public Safety, Correction and Judicial Services were kept as a separate classification, as were Educational Services; Health and Hospital Services (medically oriented); Library, Media and Museum occupations; Recreation; and Human Services. Human Service has a number of sub-groups, such as Social and Economic Services; Social Community and Mental Health; Vocational Rehabilitation Services; and Services to Special Groups.

Even including "Other" the main classifications in the 1975 revision are still eight in number, as they were in 1971. The revised classification is illustrated in Table 1.

TABLE 1. REVISED CLASSIFICATION OF PUBLIC SERVICE OCCUPATIONS*

1. GOVERNMENT
   - Government Management
   - Rural, Urban and Community Development
   - Resource Management: Physical and Social
   - Regulatory Services and Records
   - Transportation Management
2. PUBLIC SAFETY, CORRECTIONS, AND JUDICIAL SERVICES
   - Administration of Justice
   - Law Enforcement, Police Science and Corrections
   - Fire Safety
   - Judicial Services
3. EDUCATIONAL SERVICES
4. HUMAN SERVICES
   - Social and Economic Services
   - Social, Community, and Mental Health (Socially, Psychologically, or Community Oriented)
   - Vocational Rehabilitation Services
   - Services to Special Groups: Early Childhood, Childhood, Family, Youth, Aging, Substance Abuse, etc.
5. HEALTH AND HOSPITAL SERVICES (Medically oriented)
6. LIBRARY, MEDIA AND MUSEUM OCCUPATIONS
7. RECREATION
8. OTHER PUBLIC SERVICE ORGANIZATIONS

* Prepared by Harriet Hill Kelley

The question is, will the large number of job titles found in the 1975 listing of programs to educate for public service fit these eight main classifications. It was found that all of the job titles fit if a few sub-groups are used. Table 2 illustrates the sub-groups.

TABLE 2. EXPANDED CLASSIFICATION OF PUBLIC SERVICE OCCUPATIONS

GOVERNMENT (AGENCY) MANAGEMENT

- Public Service; General
- Public Service Education and Occupations
- Government (Public Service) Supervision
- Government Management and Administration
- Public Service Administration
- Physical Environment Resources
  - (See Resources Management)

COMMUNITY DEVELOPMENT AND PLANNING

- Community Development
- Urban Studies and Planning
- Urban Development
- Research and Development
- Environmental Technology
  - (See Resources Management)
- Resources Management
  - Park Management
  - Recreational Land Management
  - Environmental Technology
  - Forest Fire Fighting
  - Conservation Law Enforcement
  - Fish and Game Law Enforcement

PUBLIC SECURITY (PUBLIC SAFETY, CORRECTIONS AND JUDICIAL SERVICES)

- Fire Science and Control
- Administration of Justice
- Police Science
- Law Enforcement
- Criminology
- Corrections and Correctional Science
- Probation and Parole
- Judicial Services
- Safety Security and Public Protection

EDUCATIONAL SERVICES

- Educational or Instructional Assisting
- Special Education
- Bi-Lingual Education Assisting
- Early Childhood Education
- Childhood Education

HUMAN SERVICES

- Human Services: General
- Social and Economic Services
- Community Services
- Community Health and Mental Health
- Child Development
- Therapeutic Recreation
- Vocational Rehabilitation Services
- Services to Special Groups
  - Early Childhood
  - Childhood
  - Family
  - Youth
  - Aging (Gerontology)
  - Substance Abuse
  - Minorities and Victims of Discrimination (Human Relations)
  - Handicapped: Developmentally or Emotionally Handicapped

LIBRARY, MEDIA AND MUSEUM OCCUPATIONS

- Instructional Media Technology
- Library Technology and Sciences
- Specialized Library Technology
- Library Assiting

RECREATIONAL LEADERSHIP

- Recreation: General
- Recreation: Leisure STudies
- Recreation Technology

This Expanded Table of Public Service Occupations presents occupations which are clearly public service. As previously stated, occupations classified under either/or both public or private sectors of the economy are harder to chart. For instance, in the large grouping of Transportation, management, maintenance and regulatory functions often belong under Government. However, Transportation as a career family is more in the private than the public sector of the economy, even though tax monies pay for work in the private sector through subsidies, or contracts.

Medically-oriented Services and Recreation are two other public service occupational classifications that are hybrids. Most of the large hospitals are either under public or not-for-profit auspices, while doctors' offices and many ancillary medical professions are profit-making businesses.* Hospitality and Recreation, including Entertainment, is another career family with dual emphasis. However, much of Recreation belongs either under Resources Management or under publicly funded recreation; therefore, Recreation is a bonafide member of *public service* occupations.**

Evaluation of the Revised Classification of Public Service Occupations

The five criteria for a satisfactory classification system were applied to the Revised Classification of Public Service Occupations.

1. *Inclusiveness* – All the public service occupational programs and job titles listed in the 1975 empirical study of the California Community Colleges could be included in the Revised Classification.

2. *Differentiation* – The system allowed for differentiation between similar sounding job titles whose actual purposes, functions and procedures were different.

3. *Completeness* – This project so far has not included completeness of description of occupational titles as part of its study. However, remaining phases of the study should include some consideration of completeness.

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* In this paper the dual-emphasis classification Health and Hospital Services (Medically Oriented) has not been divided into smaller groupings.

** This paper emphasizes the classification of public service *occupations*, not education for occupations. However, *education* for occupations with dual emphasis, public service or profit-making, presents some problems. The general principal used in this publication is that if education for a public job is identical with, very close to, or similar to education for a job in the private sector, the program is classed as education for the private sector. An example is Transportation. However, often the purposes, function and settings and specific procedures of occupations in the public sector differ sufficiently from those occupations in the private sector that it may be necessary to have two types of educational programs. Examples of this are Recreation and Health Services.

4. *Flexibility and Future Orientation* – It is apparent in studying the DOT that occupational change occurs very rapidly in the United States. No one can be sure a classification will be adequate ten years from now. However, the revised classification has taken into account two publications which suggest future oriented occupations. Marvin E. Dunette's publication: *Work and Non-Work in the Year 2001,* stated there can be a huge resource conservation industry to improve the physical environment and the quality of life. Such an industry would provide thousands of new jobs in education, urban and rural development, recreation, community services, health, pollution control and conservation.

   Sheppard queried mayors of thirty-four United States cities, who stated their cities could absorb thousands of non-professional jobs in the following classifications: antipollution, enforcement, education, general administration, health and hospitals, highways and/or traffic, housing codes and inspection, library, police, fire, recreation and parks, urban renewal (or rehabilitation), sanitation and welfare. This orientation toward the future as suggested by Dunnette is reflected in the Revised Classification. The various government functions are combined and include physical and social resources management, and regulatory services and records. The Revised Classification also includes a large human services section which will provide for jobs listed in Sheppard's work. Also, a miscellaneous "Other Public Service Occupations" can include occupations which have not yet emerged.

5. *Discrimination* – The Revised Classification recognizes the importance of discriminating between occupations in the public and profit-making sectors. Many Public Service Occupational groups, such as Transportation, Health and Hosptial Services and Recreation refer to more than one "career family." These families may include occupations which belong to both the public and profit-making sectors in the economy. There would be a cross-referencing system between the fifteen "career families" and Public Service Occupations. An occupation almost always labelled "public service" may have connections with the profit making sector, as differences between the public and private sector become more blurred. Possibly those occupations which particularly exemplify dual emphases should be so marked in the classification chart.

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1. Marvin E. Dunnette, *Work and Non Work in the Year 2001.* Monterey, California: Brooks/Cole Publishing Co.; 1973.

2. Harold L. Sheppard, *The Nature of the Job Problem and the Role of the New Public Service Employment.* Kalamazoo, Michigan: Upjohn Institute for Employment Research; 1969.

APPENDIX IV.

CID CLASSIFICATIONS FOR PUBLIC SERVICES EDUCATION

CID CLASSIFICATIONS

	Specific	General	
GOVERNMENT (AGENCY) MANAGEMENT			
Public Services: General	(Possibly 2101)	Public Affairs and Services	2100
Public Service Education and Occupations	---	Public Affairs and Services	2100
Government (Public Service) Supervision	---	Public Affairs and Services	2100
Government Management and Administration	2102	Public Affairs and Services	2100
Public (Service) Administration	2102	Public Affairs and Services	2100
Physical Environment Resources (See Natural Resources Management)	(Possibly Ecology 0420)	Biological Services	0400
COMMUNITY DEVELOPMENT AND PLANNING			
Community Development	---	Social Services	220
Urban Studies and Planning	2214		
Urban Development	---		
Research and Development	---		
Environmental Technology (See Natural Resources Management)			
Natural Resources Management	0115	Agricultural Resources Management	0100
Park Management	2103	Public Affairs and Services	2100
Recreational Land Management	0131	Agricultural Resources	0100
Environmental Technology	0922, 0958	Engineering and Related	0900
Forest Fire Fighting	0114	Agriculture and Resources	0100
Conservation Law Enforcement	---	Agriculture and Resources	0100
Fish and Game Law Enforcement	01017	Agriculture and Resources	0100
PUBLIC SECURITY (PUBLIC SAFETY, CORRECTIONS, AND JUDICIAL SERVICES			
Fire Control Technology	2133	Public Affairs and Services	2100
Administration of Justice	---	Public Affairs and Services	2100
Police Science	---	Public Affairs and Services	2100
Law Enforcement	2105	Public Affairs and Services	2100
Criminology	---	Public Affairs and Services	2100
Corrections and Correctional Science	2103	Public Affairs and Services	2100
Probation, Parole	2131	Public Affairs and Services	2100
Judicial Services	---	Law	1410
Safety, Security and Public Protection (Possibly Industrial Security – or Fire and Safety Technology –	2132 2134	Public Affairs and Services	2100
EDUCATIONAL SERVICES			
Educational or Instructional Assisting	0850	Education	0800
Special Education	0808	Education	0800
Bi-Lingual Education Assisting	---	Education	0800
Early Childhood Education	0823	Education	0800

(Continued on Next Page)

CID CLASSIFICATIONS (continued)

	Specific		Generai
HUMAN SERVICES			
Human Services: General	---		
Social and Economic Services	Social Work & Helping Services, 2104	Public Affairs and Services	2100
Community Services	---		
Community Health, Mental Health, and Counseling	---		
Child Development	---		
Services to Special Groups	---		
Early Childhood	---		
Childhood	---		
Family	---		
Youth	---		
Aging (Gerontology)	---		
Minorities and Victims of Discrimination (Human Relations)	---		
Handicapped: Developmentally or Emotionally Handicapped)	---		
LIBRARY, MEDIA AND MUSEUM OCCUPATIONS			
Instructional Media Technology	---	Library Science	1600
Library Technology and Sciences	1630	Library Science	1600
Specialized Library Technology	---	Library Science	1600
Library Assisting	---	Library Science	1600
RECREATIONAL LEADERSHIP			
Recreation: General	Parks & Recreation Management 2103	Public Affairs and Services	2100
Recreation: Leisure Studies	---	Public Affairs and Services	2100
Recreation Technology	---	Public Affairs and Services	2100
Parks and Outdoor Recreation	---	Public Affairs and Services	2100
Recreational Leadership	---	Public Affairs and Services	2100
Recreational Assisting	---	Public Affairs and Services	2100